



“The Victorian Port City”

Cooperation, Collaboration and Consolidation Plan

January, 2014





Cooperation, Collaboration & Consolidation Plan

Table of Contents

Introduction.....	3
New Plan(s) to Increase Cooperation, Collaboration, Consolidation, Innovation or Privatization.....	4
Clerk and Financial Services Departments Study	4
Update on Previous Plan(s) to Increase Cooperation, Collaboration, Consolidation, Innovation or Privatization.....	5
Sewer Extension into Manistee Township (2013 Plan)	5
Ambulance Service to Filer Charter Township (2013 Plan)	6
Automatic Mutual Aid to Manistee County Blacker Airport (2013 Plan)	7
Filer Charter Township Sewer Agreement (2012 Plan)	8
WSCC Training Consortium (2012 Plan)	9
Automatic Mutual Aid Agreement with Filer Charter Township (2012 Plan)	10
Previous Service Cooperation, Collaboration and Consolidation Efforts	11
Police.....	12
Fire\EMS.....	14
Public Works\Utilities	16
Parks & Recreation	18
Administration.....	19
Economic Development.....	21

Cooperation, Collaboration & Consolidation Plan

Introduction

Welcome to the City of Manistee Cooperation, Collaboration and Consolidation Plan. As part of Governor Snyder's and the Legislature's initiative to reform local government and revamp statutory state revenue sharing, communities are required to produce this document in order to receive this State funding.

Beyond the statutory requirement, these documents will be useful to assist citizens in understanding the City's past and planned efforts in these areas.

The statute; Public Act 59 of 2013, specifically states:

Category 2, consolidation of services, requires each eligible city, village, township, or county to certify by February 1, or the first day of a payment month for this category, that it has produced a consolidation plan. The consolidation plan shall be made readily available for public viewing in the city, village, township, or county clerk's office or posted on a publicly accessible Internet site. Each city, village, township, and county applying for a payment under this category shall submit a copy of the consolidation plan to the department of treasury. At a minimum, the consolidation plan shall include the following: (a) For a city, village, township, or county that is submitting a consolidation plan for the first time, the plan shall include, but not be limited to, a listing of any previous service cooperations, collaborations, consolidations, innovations, or privatizations with an estimated cost savings amount for each cooperation, collaboration, consolidation, innovation, or privatization. In addition, the plan shall include, but not be limited to, 1 or more new proposals to increase its existing level of cooperation, collaboration, consolidation, innovation, or privatization either within the jurisdiction or with other jurisdictions, an estimate of the potential savings amount, and an estimated timeline for implementing the new proposal. (b) For a city, village, township, or county that submitted a consolidation plan in the previous fiscal year, the plan shall include, but not be limited to, an update on the status of all new proposals that were in the previous years' consolidation plans, including whether or not the previously proposed plans have been fully implemented, a listing of the barriers experienced in implementing the proposals, and an estimated timeline of the steps to accomplish the proposed plans. In addition, the plan shall include, but not be limited to, 1 or more new proposals to increase its existing level of cooperation, collaboration, consolidation, innovation, or privatization either within the jurisdiction or with other jurisdictions, or a detailed explanation of why increasing its existing level of cooperation, collaboration, consolidation, innovation, or privatization is not feasible. The new proposal shall include but not be limited to, an estimate of the potential savings amount and an estimated timeline for implementing the new proposals.

Cooperation, Collaboration & Consolidation Plan

New Plan(s) to Increase Cooperation, Collaboration, Consolidation, Innovation or Privatization

The City has a history of constantly looking for opportunities to collaborate, whether with Federal, State or Local Governments, or with the private sector. Recently, severe revenue and cost pressures have accelerated this trend.

The City's new proposal(s) for increasing the level of cooperation, collaboration, consolidation, innovation or privatization are listed below.

Clerk and Financial Services Departments Study

The City is in the process of completing an internal study of the operations of the Clerk and Financial Services departments. This study looks at all aspects of these departments including staffing, services provided, organizational structure, peer benchmarking and best practices. The study began in August 2013 and will be presented to Council in February 2014. Two options that are discussed are: 1) merging the Clerk and Financial Services departments; and 2) creating an Administrative Services Department by merging the two departments and adding additional responsibilities and staffing.

Recommendations made in the study and approved by City Council would likely be implemented effective July 1, 2014 which is the beginning of the City's next fiscal year. Implemented recommendations will likely result in a neutral, or \$0 cost savings; but higher service levels. Efficiencies in operations, reduced supply expense and better internal and external customer service will result. However, increased compensation due to position reclassifications is also likely.

Cooperation, Collaboration & Consolidation Plan

Update on Previous Plan(s) to Increase Cooperation, Collaboration, Consolidation, Innovation or Privatization

An update to previously proposed efforts is provided below:

Sewer Extension into Manistee Township (2013 Plan)

The City currently provides water service along the US 31 corridor in Manistee Township, extending as far as the south west corner of the airport. The City also provides sewer to the corner of US 31 and M-55, as well as providing service thru a County-owned force main to West Shore Medical Center, Manistee County Medical Care Facility, Northwest Michigan Health Center and the County Jail.

The force main to these county facilities is aging and will require replacement in the near future. It also cannot be hooked into and therefore cannot support economic development along this commercial corridor. There has been general, non-structured discussion for several years about how to extend sewer service into this commercial corridor.

Currently, the Little River Band of Ottawa Indians (LRBOI), City of Manistee, Manistee County and Manistee Township are in more formal discussion to have the LRBOI pay for an extension of their wastewater collection system into Manistee Township to service the commercial corridor. These discussions started in September 2012. Each of the governments involved has passed a non-binding resolution of support committing the parties to work on an agreement to move the project forward. The City passed this resolution on November 7, 2012.

It is likely to take up to a year to negotiate an agreement acceptable to all parties. We are hopeful that an agreement can be put in place by December 2013. If that hurdle is overcome, designing, engineering, bidding and construction of the collection system could take up to eighteen months. The system could be operational by June 2015.

The estimated cost of extending the sewer service is approximately \$1,500,000. Since the LRBOI is proposing to pay the entire amount of the extension, the City,

Cooperation, Collaboration & Consolidation Plan

Manistee County and Manistee Township are relieved from this expense. The City, which currently provides sewer service to these facilities, is expected to lose approximately \$50,000 per year in revenue once these customers hook into the LRBOI system. However, since this development is expected to stimulate growth in the commercial corridor, and the City provides water service to this corridor, that should help mitigate these losses in the mid to long term.

2014 Update: The Township, City and Tribe are continuing discussions towards an agreement. The discussions began in earnest in January 2013, the service district was laid out in February 2013 and negotiations have been ongoing since then. The City let an RFP for a water and sewer rate study to help finalize negotiations in December 2013, with an anticipated completion date of April 2014. Construction is expected to start in spring 2014 and be completed by the end of 2014.

Ambulance Service to Filer Charter Township (2013 Plan)

Filer Charter Township is working towards providing basic life support transport (BSLT) services to its residents. The City of Manistee is on the verge of becoming an advanced life support transport (ALST) agency. The City is in preliminary discussions with Filer for the City to provide ALST service in Filer Charter Township. These talks began in July 2012. If this deal goes thru it will mean:

- More revenue for both the City and Filer
- Better EMS service to Filer Twp. Residents

Providing ALS transport to Filer could generate between \$20,000 and \$40,000 per year for the City. The cost would be neutral for Filer, but they would receive faster service than the current provider. It is hoped that the City could start providing this service by June 2013.

2014 Update: The Filer Township board has not yet taken action to upgrade their EMS service to BLS. They are still studying the issue. The City had a conversation in January 2013 with the Filer Township Fire Chief regarding the status. If Filer Township takes action soon, this service could be in place by the end of 2014.

Automatic Mutual Aid to Manistee County Blacker Airport (2013 Plan)

Manistee County is served by Manistee Blacker Airport, about 5 miles to the north of the City of Manistee in Manistee Township. Currently, Manistee Township's paid on call fire department provides fire and rescue services to the airport. The County is pursuing an agreement to have the City of Manistee provide automatic mutual aid to Blacker Airport in the event of an emergency. This discussion began in December 2012.

Pursuing a mutual aid agreement was an initiative that came out of critical analysis of an FAA required strategic joint training session held in October 2011, which simulated a commercial airplane crash at the airport. In addition to this training, the Manistee County Firefighters Association has secured grant funds for additional joint training at the airport. If this deal goes thru, it will mean:

- Significantly better service to the Airport at no increased cost to the airport
- Better sharing of resources
- Improved response to emergencies

It is anticipated that the City could start providing this service by December 2013.

2014 Update: The discussion with Manistee Township continues. The Manistee Township Fire Chief passed away in September of 2013. The City had a conversation with the new Fire Chief in December 2013 to discuss the status. The new Fire Chief is still interested in pursuing this, but needs to make sure the plan is fully fleshed out and that he has political support at the Township Board level. This service could start immediately once approved by Manistee Township. It is likely this will be either implemented or abandoned by the end of 2014.

Filer Charter Township Sewer Agreement (2012 Plan)

The City negotiated a complex agreement with adjacent Filer Charter Township to extend sanitary sewer service into the township to service the business district. The agreement was the end result of many years of discussion. It was approved on August 16, 2011. This agreement will take approximately 18 to 24 months to complete, assuming contingencies are met along the way. When complete, the City of Manistee wastewater treatment plant will treat Filer Charter Township effluent and operate the new collection system, a new final clarifier will be built at the wastewater treatment plant and both communities will share in the benefit of the new business growth that occurs.

- This agreement leverages the City of Manistee's extensive investment in its wastewater treatment plant and prevents Filer Charter Township from having to construct its own plant.
- Estimated cost savings are \$10,000,000 in capital costs avoided to not build another plant, and \$400,000 annually to operate such a facility.
- The agreement also eliminates the need for another NPDES permit to discharge into either Manistee Lake or other surface water bodies.

2014 Update: Ground was expected to be broken in spring 2013. In April 2013, the new Filer Charter Township board decided to delay construction until spring 2014. Then, in September 2013, they decided to hire an independent consultant to evaluate the current proposal and to look for more cost-effective options. A consultant was chosen in November 2013. The City is waiting for Filer to complete its review and reopen the dialogue. We have stated we are ready to talk when they are. If construction were to begin in spring 2014, it would likely be complete by December 2014.

2013 Update: The City and Filer are moving forward with the sewer agreement and barring any unforeseen circumstances or an inability to fulfilling conditions precedent in the agreement(s), a spring 2013 start of construction is expected with substantial completion by December 2013. The agreement between the City and Filer was amended once since the original agreement to address some minor issues. This amendment was approved by the City on November 7, 2012. Filer has secured a USDA Rural Development loan commitment for forty years to

Cooperation, Collaboration & Consolidation Plan

finance the collection system. Filer is working on establishing the special assessment district in the Township and the City continues with preliminary engineering to accommodate the hook up into our collection system and wastewater treatment plant.

There were many difficulties experienced in putting this deal together. However, the foremost one was finding an appropriate State enabling statute to allow the type of cooperation that both communities envisioned. Specifically, it was difficult to craft an agreement that allowed for sharing equitably in the growth, i.e. additional tax revenue, which will result from the sewer extension. Other difficulties included working with both the Township and the Township's DDA, coordinating the agreement with the funding\financing agency (USDA) and garnering community support in the Township.

WSSC Training Consortium (2012 Plan)

The City is working with Westshore Community College and local law enforcement officials to develop a program to provide officer training to Manistee and surrounding counties.

- This training consortium would deliver these programs at a lower cost in a more convenient location.
- Annual cost savings for all parties = \$20,000

2014 Update: Consortium not on the table for discussions. However, WSSC is still meeting some training needs by offering free or low cost training sessions. This project is no longer being pursued.

2013 Update: The parties were unable to come to an agreement to provide these services.

Although discussions on this matter were held, ultimately the consortium was not created. Due to the large number of entities needed for the consortium to make sense financially and logistically, the resultant complexity of the negotiation precluded the consortium from getting enough participants to be viable.

Cooperation, Collaboration & Consolidation Plan

However, as a result of these discussions, West Shore Community College was able start providing some essential training classes free of charge to local law enforcement. Examples of classes provided in 2012 were:

- First aid
- Domestic violence
- Legal updates
- Digital evidence collecting

Automatic Mutual Aid Agreement with Filer Charter Township (2012 Plan)

The City approved an automatic mutual aid agreement with Filer Charter Township on December 6, 2011. This agreement dispatches men and equipment to the scene of a fire in one jurisdiction from the other automatically.

- This agreement allows both communities to have a more effective fire response without having to hire additional fire personnel or purchase redundant equipment.
- The agreement also works to improve our ISO insurance rating.
- Estimated annual cost savings = \$50,000+

2014 Update: The agreement is working as anticipated and has benefitted both communities greatly. This project is deemed to be complete.

2013 Update: This agreement is in place and working well. The ability to have more trained firefighters respond to the scene of a structure fire not provides a higher level of safety and service to the residents and enhances the safety of the first responders. Over the last year, Filer has responded to calls in the City of Manistee approximately six times, and the City of Manistee has responded to calls in Filer Charter Township approximately three times. In at least one of these responses, City personnel and equipment were on scene in Filer several minutes before Filer's paid on call force arrived. Minimal hurdles were encountered in crafting this agreement because there was little financial impact, broad agreement on the benefits to be gained and it was a relatively proven method of cooperation. The City has not been rerated for ISO, so the impact here is yet to be determined.

Previous Service Cooperation, Collaboration and Consolidation Efforts

The statute requires that the City include a listing of any previous services consolidated with the cost savings realized from each consolidation. It should be noted that not all cooperation efforts result in a savings to the City; but rather the majority of the benefits may accrue to the partner(s) in the effort. All cost savings figures are estimates only.

The list of cooperative efforts is broken down by functional areas including: Police, Fire & EMS, Public Works\Utilities, Parks & Recreation and Administration.

Police

The City of Manistee operates a full-time police department. It has 12 sworn officers including the public safety director, and a half-time clerical staff. The department has been reduced from 17 to 12 FTE since 2004. In spite of this significant reduction, the department continues to provide a high level of service, in part because of the collaborative efforts listed below:



1. The Manistee Police and Fire\EMS departments share a single Public Safety Director instead of having two separate chiefs.
 - Estimated annual savings = \$100,000
2. Manistee County operates a centralized, county-wide central dispatch. The City participates in this effort.
 - Estimated annual savings = \$200,000+
3. Manistee County operates a centralized jail. The City utilizes the jail instead of operating its own.
 - Estimated annual savings = \$1,000,000+
4. There is a county-wide, centralized records management system that is housed at the Little River Band of Ottawa Indians (LRBOI). This was the result of a grant project spearheaded by the LRBOI. The City participates in this effort.
 - Estimated annual savings = \$15,000

Cooperation, Collaboration & Consolidation Plan

5. The City participates in the SSCENT narcotics team (State, Sheriff's, Chiefs Enforcement Narcotics Team). It provides on full time officer to the program.
 - Estimated annual savings=\$58,000
6. The City has mutual aid agreements with the county sheriff. This provides additional coverage in the City if needed.
 - Estimated annual savings = \$5,000
7. The City has a working partnership with the tribe to share on duty resources and double up to save overtime costs.
 - Estimated annual savings = \$10,000
8. The City shares its in house police instructors with other agencies at no cost for training.
 - Estimated annual savings = \$5,000
9. The City is training its police officers to be Firefighter 1 and 2 and Hazardous Materials certified in order to assist the Fire Department at the scene of a fire. This additional manpower allows the fire department to function at a higher level without having to hire additional full-time staff.
 - Estimated annual savings = \$80,000+
10. The City contracts with the Manistee County prosecutor to prosecute City crimes.
 - Annual estimated savings = \$50,000
11. The City and LRBOI have an agreement whereby the City hires tribal officers on a part time basis to allow them to maintain the MCOLES certification. This allows the City to have more officers on the street and is funded by the LRBOI. **(This agreement is no longer in place now that the Sherriff's department has provided limited deputization of Tribal officers).**
 - Estimated annual savings = \$15,000

Cooperation, Collaboration & Consolidation Plan

Fire\EMS

The City operates the only full-time, professional Fire & EMS department in the County. It has a total staff of 8.5. The department has been reduced from 9.5 to 8.5 since 2006. In spite of this reduction, the department continues to provide a high level of service, in part because of the collaborative efforts listed below:



1. The Manistee Police and Fire\EMS departments share a single Public Safety Director instead of having two separate chiefs.
 - Estimated annual savings = \$100,000
2. The City has mutual aid agreements with neighboring communities to provide the City's aerial lift ladder truck. The City's aerial lift is the only one in the County and prevents other departments from having to procure duplicative equipment.
 - Estimated annual savings = \$50,000
3. The City participates cooperatively with the Onkama Township Fire Department to have access to a "Jaws of Life" truck that allows emergency access to vehicles involved in an accident.
 - Estimated annual savings = \$30,000
4. The City provides Advanced and Basic Life Support Transport which helps support the county- wide EMS operation, including taking some of the pressure off of West Shore Medical Center's transport operations.
 - Estimated annual savings = \$20,000
5. The City has a partnership with West Shore Medical Center to provide the City with an ambulance in the event that ours is down for a repair.

Cooperation, Collaboration & Consolidation Plan

- Estimated annual savings = \$5,000
6. A CARE TRACK system funded by a local revenue sharing grant has been provided county- wide through the City. Tracking devices are provided to at risk patients and can then be used to track them if they go missing.
- Estimated annual savings = \$1,000
7. The Fire\EMS department handles after hour water emergency calls for the City of Manistee Water & Sewer Utility.
- Estimated annual savings = \$10,000

Public Works\Utilities

The City operates a full-time Department of Public Works with several divisions including Public Works, Streets, Utilities, Parks and Motor Pool. It has a total staff of 24. The department has been reduced from 28 to 24 since 2001. In spite of this significant reduction, the department continues to provide a high level of service, in part because of the collaborative efforts listed below:



1. The City of Manistee collaborates with the Manistee County Road Commission (MCRC) on a variety of projects. The MCRC performs services for the City such as crack sealing, beach leveling and road reconstruction. The DPW performs services for the MCRC such as street sweeping.
 - Estimated annual savings = Varies, but at least \$25,000 per year
2. The City of Manistee provides street sweeping services to the Village of Onekama, Village of Bear Lake and Village of East Lake.
 - Estimated annual savings = \$2,000
3. The City of Manistee provides the use of its beach cleaner to the Village of Onekama, Filer Township (Magoon Creek) and the Little River Band of Ottawa Indians.
 - Estimated annual savings = \$2,000
4. The City DPW supports police\fire activities with barricades and hydrant flushing.
 - Estimated cost savings = \$10,000
5. The City DPW operates a motor pool which maintains all City vehicles.
 - Estimated cost savings = \$30,000

Cooperation, Collaboration & Consolidation Plan

6. The City works cooperatively with local citizens and schools to assist in the planting of “Blossom Boulevard” along US-31 through downtown Manistee.
 - Estimated cost savings = \$15,000
7. The City works cooperatively with the Main Street\DDA, Manistee Area Chamber of Commerce and other organizations to provide support for various festivals and events throughout the year, including the Manistee National Forest Festival and the Port City Festival.

Parks & Recreation

The City operates a full-time Parks Department. It has a total staff of 2, plus seasonal help. The department has been reduced from 3.5 to 2 since 2003. In spite of this significant reduction, the department continues to provide a high level of service, in part because of the collaborative efforts listed below:



1. The City of Manistee participates in the operation of the Paine Community Pool owned by the Manistee Area Public Schools. The City contributes \$40,000 per year towards the operations and maintenance of this facility.
 - Annual cost savings = \$170,000
2. The City does not operate summer recreational programs. Instead, it partners with organizations to provide these services. Baseball programming and field maintenance is provided thru a variety of partnerships, including Manistee County Little League, Manistee Recreation Association, Manistee Saints and Manistee Catholic Central schools.
 - Annual cost savings = \$10,000
3. The City helps fund the Manistee Recreation Association which provides a variety of county-wide youth sports programming, including soccer, swimming, baseball & tennis. It does not provide recreation programs thru its own staff.
 - Annual cost savings = \$75,000
4. The City and Manistee Area Public schools jointly pay for the maintenance of the tennis courts at the City-owned Sands Park adjacent to the Manistee Middle School.
 - Annual cost savings = \$3,000

Cooperation, Collaboration & Consolidation Plan

Administration

City administration includes the offices of City Manager, Clerk, Finance, Assessing and Community Development. It has a combined total staff of 11. Total staffing has been reduced from 12.5 to 11 since 2009. In spite of this significant reduction, the departments continue to provide high levels of service, in part because of the collaborative efforts listed below:



1. The City contracts with Manistee County to maintain tax maps, assessment roll maintenance, and print tax rolls, tax bills and notice of assessment changes.
 - a. Annual cost savings = \$10,000
2. The Finance Department provides front line IT support City-wide with a contractual consultant providing needed technical, project and backup support.
 - a. Annual cost savings = \$12,000
3. The Finance\Treasurer and Clerk departments share staffing and are largely cross-trained. This results in fewer personnel needed.
 - a. Annual cost savings = \$70,000
4. The City collaborates with MSU extension, LRBOI, Manistee County Planning Department and local Zoning Administrators to bring Land Use Training to the region for appointed and elected officials. This results in lower-cost training and better trained officials.
 - a. Estimated annual savings = \$5,000

Cooperation, Collaboration & Consolidation Plan

5. The City previously worked with Manistee County and Wexford County to share GIS services.
 - a. Estimated annual savings = \$5,000
6. The City participates in a Cooperative Weed Management Authority; a three county steering committee to address control and eradication of invasive species.
 - a. Estimated annual savings = \$2,000
7. The City participates in a Household Hazardous Waste Committee; a three county steering committee to provide opportunity to safely and properly dispose of potential environmental contaminants.
 - a. Estimated annual savings = \$2,000
8. The City provides building inspection services for the County MSHDA Program.
 - a. Estimated annual savings = \$3,000
9. The Community Development office provides internal assistance to other City departments in areas such as: Community Recreation Plan, GIS, Building Management, Web Page updates and various inspections.
 - a. Estimated annual savings = \$5,000+

Economic Development

After a decade or more of economic malaise and decline in Michigan, signs are emerging of an economic recovery. Local economic development efforts cannot be done in a vacuum, but rather have to be collaborative and inclusive by their very nature. The City of Manistee is at the forefront of implementing best economic development practices.



1. The City and County jointly fund the Alliance for Economic Success which serves as the economic development office for the area. The AES provides a wide variety of services to the community and is recognized across the state as a model organization.
 - a. Estimated annual savings = \$85,000
2. The City turned over ownership of its airport to Manistee County thru a negotiated agreement. This important driver of economic development is better suited as a regional, rather than City, asset.
 - a. Annual cost savings = \$200,000+
3. Developers have the ability to choose between the Manistee County and City Brownfield Redevelopment Authorities when they are considering a redevelopment project, providing them with needed flexibility.